



## Early Journal Content on JSTOR, Free to Anyone in the World

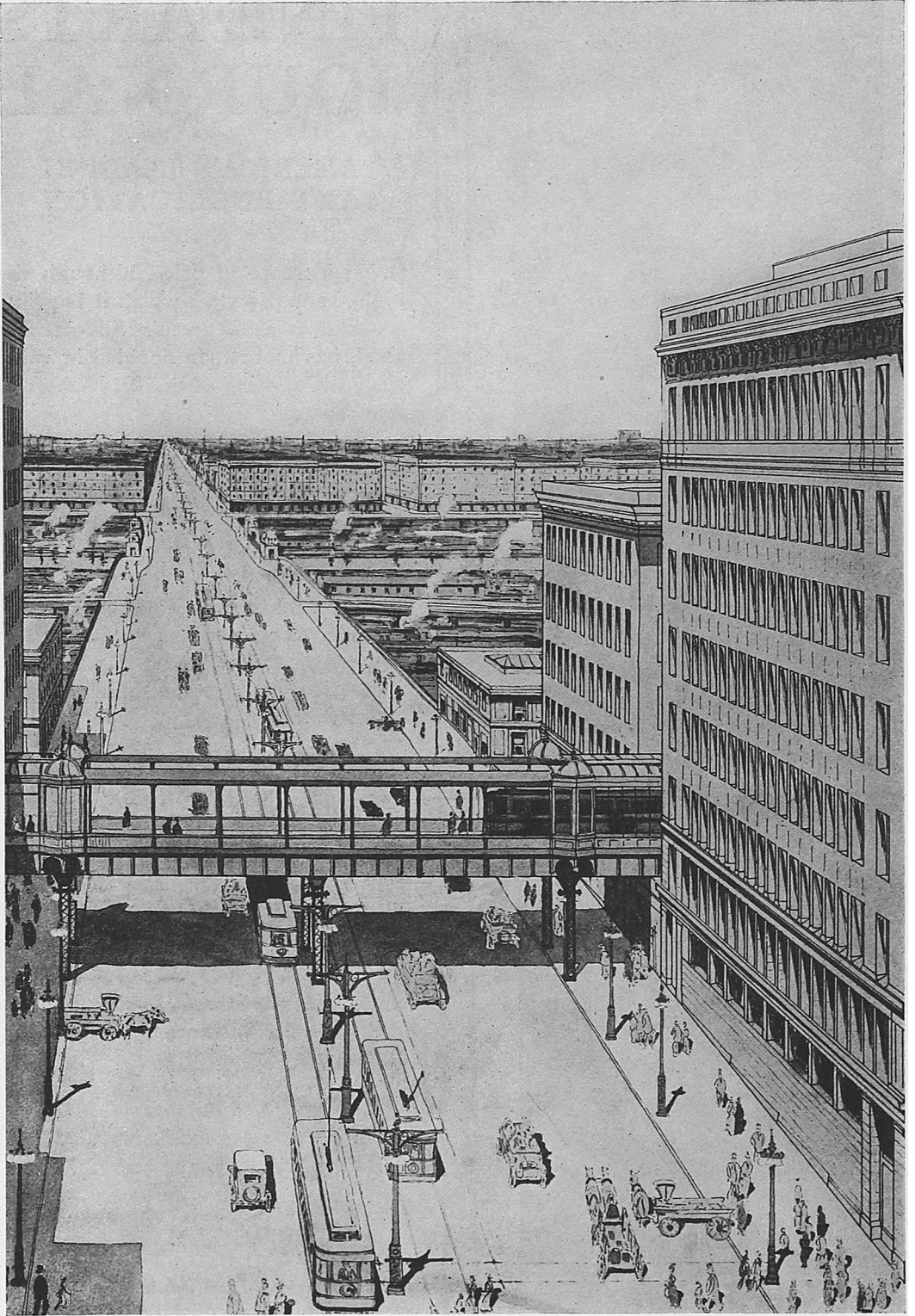
This article is one of nearly 500,000 scholarly works digitized and made freely available to everyone in the world by JSTOR.

Known as the Early Journal Content, this set of works include research articles, news, letters, and other writings published in more than 200 of the oldest leading academic journals. The works date from the mid-seventeenth to the early twentieth centuries.

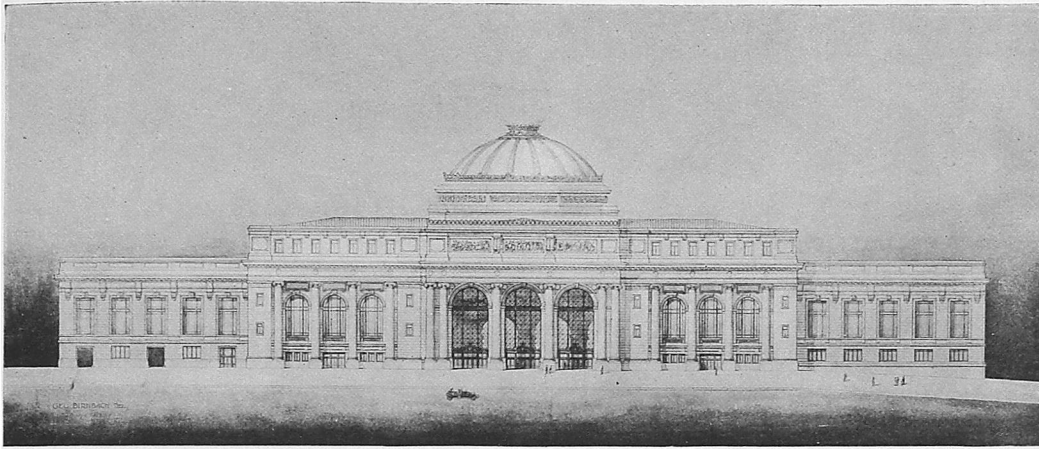
We encourage people to read and share the Early Journal Content openly and to tell others that this resource exists. People may post this content online or redistribute in any way for non-commercial purposes.

Read more about Early Journal Content at <http://about.jstor.org/participate-jstor/individuals/early-journal-content>.

JSTOR is a digital library of academic journals, books, and primary source objects. JSTOR helps people discover, use, and build upon a wide range of content through a powerful research and teaching platform, and preserves this content for future generations. JSTOR is part of ITHAKA, a not-for-profit organization that also includes Ithaka S+R and Portico. For more information about JSTOR, please contact [support@jstor.org](mailto:support@jstor.org).



TWELFTH STREET IMPROVED—Widening finished, street rebuilt, pavement now going in between Ashland Avenue and Canal Street. Buildings being torn down between Michigan Avenue and State Street. Bridge and viaduct delayed by war situation.



PROPOSED NEW ILLINOIS CENTRAL PASSENGER TERMINAL to front on new East Twelfth Street at Indiana Avenue extended. Architecturally the depot will conform to the adjacent Field Museum being constructed at Twelfth Street and the lake.

## War and the Chicago Plan

By WALTER D. MOODY

Managing Director Chicago Plan Commission

WORK on the Plan of Chicago is progressing. Its volume is tremendous. The benefits involved are incalculable, and the progress made is to be wondered at and applauded, all things considered. Twenty-two separate and important features of the great plan are now in the workshops of the city, county, state, or nation.

The advancement of these to their present status can only be a source of gratification to any citizen who will take the time to review the summary accompanying this article. The simple enumeration of these twenty-two projects in itself means nothing. But to the thoughtful, fair-minded citizen—loyal to Chicago and for her heart and soul—they present years of patient toil and successful endeavor. They reflect work of a character and magnitude never before undertaken in this country—work which in no other American city would encounter the delays which have beset it in Chicago. Progress, if seemingly slow, must here conform to our intricate form of gov-

ernment, with its array of special powers and authorities.

These twenty-two public improvements, part and parcel of the Commercial Club "Daniel Hudson Burnham" plan—a gift to the citizens of Chicago—advanced as they have been to a marked degree by city authorities and other governmental officials—constitute a plan of construction dramatic in its magnitude and in its city-wide distribution of benefits.

Good, as far as it goes, but what has become of the boasted Michigan Avenue improvement? Such an inquirer cannot complain or criticize. He can only feel encouraged when he is told that the Michigan Avenue improvement cannot be stopped by any court. Notwithstanding the fact that it was generally prophesied impossible of accomplishment three or four years ago, this improvement recommended by the Chicago Plan Commission was made possible through prompt and efficient work on the part of the city authorities. Its accomplishment is certain. Its advancement in

## WAR AND THE CHICAGO PLAN

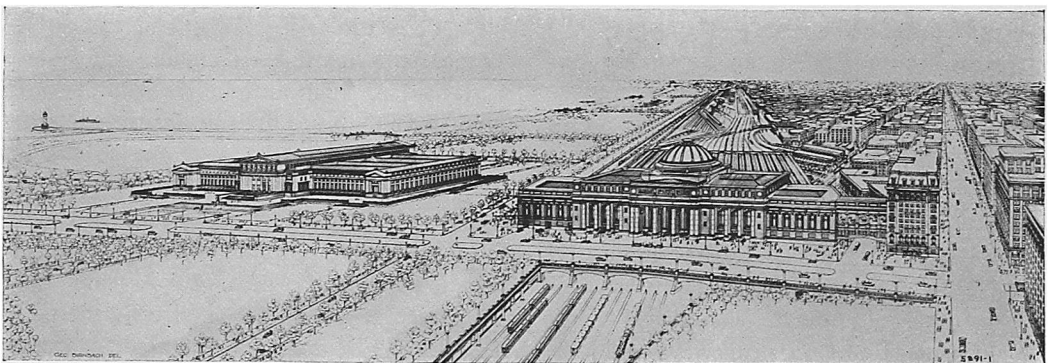


ILLINOIS CENTRAL STATION as it appears today on Park Row. New passenger terminal to be built at Twelfth and Indiana Streets. These old buildings are to be removed and their sites turned into a part of Grant Park and widened Twelfth Street.

court has required more than a year and a direct settlement with eight thousand seven hundred property owners, all of whom had their rights under the law. Only one owner remains to be settled with. His case is now being tried, and when finished, a court judgment can be had, and work on the im-

provement immediately begun. Appeals, even if taken to the Supreme Court, can not retard the improvement. These may only apply to questions of value.

Now comes the war as an important factor to be reckoned with. Steel and labor situations, basic in construction work, must



NEW ILLINOIS CENTRAL STATION as it will appear on new East Twelfth Street and Indiana Avenue extended, replacing Park Row, with new Field Museum on the lake front at its terminus. New ordinance being drafted; early action hoped for.

## WAR AND THE CHICAGO PLAN



CLARENDON BEACH—Tens of thousands in the water at Clarendon Beach, 1916; 23,000 bathers have visited this single beach in one day. What better argument could possibly be had for the "Reclamation of the Lake Front for the People."

be coped with. This narrative of the Michigan Avenue case applies in almost every work undertaken by the city and the Plan Commission on the Plan of Chicago. The war has had very much indeed to do with the retarding of the Chicago Plan, just as it has affected many other lines of public endeavor and all private business. The progress that has been made, therefore, has been made despite our shortsightedness in not advancing municipal improvements while sustaining patriotic needs.

### Twelfth Street

The great Twelfth Street improvement, the first work of the Chicago Plan Commission upon which the city engaged, is prac-

tically completed from Ashland Avenue to Michigan Avenue. The pavement of the new widened street is now being laid. The transformation of the old 66-foot street into a magnificent 108-foot wide traffic-way is a splendid example of Twentieth Century city planning. The buildings are being razed on East Twelfth Street between State Street and Michigan Avenue. There remains to complete this improvement only the construction of the 118-foot wide viaduct between Wabash Avenue and Canal Street, and the erection of the new bridge. These matters have been affected by the labor and material shortage due to the war, but will be executed as rapidly as the situation will permit.





TWELFTH STREET east of Ashland Avenue as it was.



TWELFTH STREET—Typical scene of building removal for the widening, 1916.

### Post Office

The appropriation for the two-block west side post office site on Canal Street, which passed the Public Buildings and Grounds Committee and the House of Representatives, went to the Senate simultaneously with the severance of diplomatic relations with Germany, which for the time, threw all appropriation bills out of consideration. Action on the appropriation has only been temporarily suspended. The great amount of work done to accomplish procedure thus far establishes a basis that should enable rapid progress to be made when the time is ready for it.



TWELFTH STREET east of Ashland Avenue as it is today.

### Lake Front

The parkway, lagoon and bathing beach plans between Grant and Jackson Parks, are bound up in the settlement of the Illinois Central terminal and electrification negotiations. No progress on these vast plans can be made until the city reaches an agreement with the Illinois Central on this major question. The City Council Railway Terminal Committee has referred the matter to the Railway Terminal Commission, which was created by the City Council, where it is now being worked out. Early and definite progress in this case should result from the present conferences. The project is in



TWELFTH STREET—Removing old buildings, 1916, for the 42-foot widening.

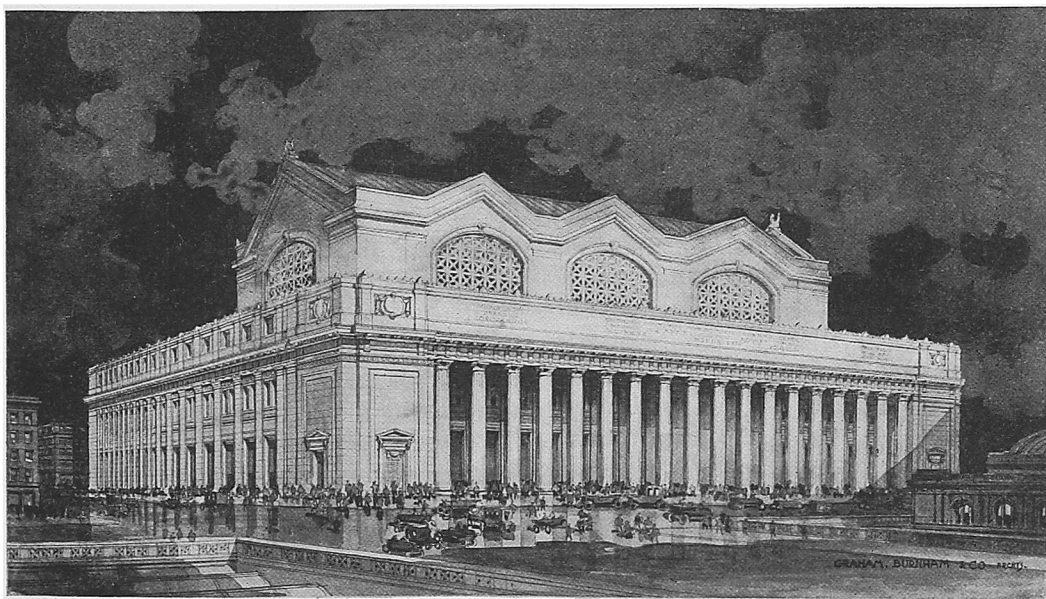
## WAR AND THE CHICAGO PLAN



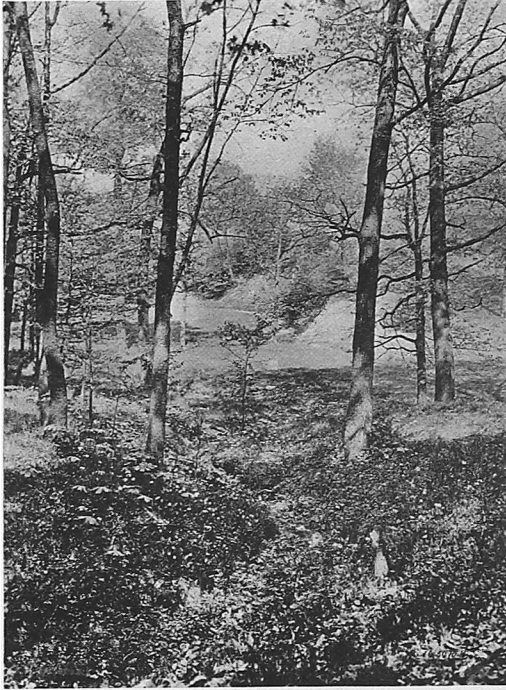
OLD UNION STATION—At Canal and Adams Streets. To be replaced by the new Union Station, now under construction, between Jackson Boulevard and Adams Street.

a more hopeful way at present than at any time since its inception. The outer connection between Grant Park and the Lake

Shore Drive leading to Lincoln Park at the foot of the Municipal Pier is receiving active consideration.



NEW UNION STATION—Now under construction on Canal Street between Jackson Boulevard and Adams Street. It will replace the present Union Station at Canal and Adams Streets



EXISTING FORESTS THAT ARE AVAILABLE FOR THE FOREST PRESERVE SYSTEM



EXISTING AREAS AVAILABLE FOR ACQUIREMENT AS A PART OF THE FOREST PRESERVE SYSTEM

50,000 acres of outer park lands are recommended in the plan of Chicago; 21,000 of which have been selected by the Preserve Commission for purchase.

### Forest Preserves

The acquirement of splendid outer parks for forest preserves goes steadily on. More than five thousand acres have already been purchased and one thousand more are being negotiated for. Of the total possible acreage in Cook County of 35,000 acres, the Forest Preserve Commission has already recommended the purchase of 21,000 acres surrounding the outskirts of the city on all sides. The first of these great public playgrounds was thrown open to the public last summer and it is the purpose of the Forest Preserve Commission constantly to acquire suitable areas and hold them in their natural state, as places where the city-worn worker and his family may rest and wander freely in holiday and vacation time.

### Railway Terminals

Construction work on the west side railway terminals is progressing but, due to the war and its consequences and the scarcity of labor and material, the work is nearly two years behind the time limit set for its completion in the ordinance contracts.

### Ogden Avenue

Ogden Avenue, as it exists today, is an important radial, leading from Union Park southwest beyond the city limits, thence through Riverside to Naperville. It also connects with Plainfield and Joliet highways. Its extension northeast from Union Park to connect with Lincoln Park has the function of a circuit. As such, its purpose is to collect traffic from the north-and-south streets and distribute it into the east-and-west streets, and vice versa. The improvement of this thoroughfare will afford a short and direct connection between the North Side and the West Side of the city. At present, there is no direct connection. To some extent, therefore, the extension will serve to relieve congestion in the central district by providing a through street one mile shorter than any existing route. As the extension will pass through two large industrial districts and three residential sections, it will serve as a necessary connection between the homes of the workers and their places of business. A surface





**MICHIGAN AVENUE GAP AT RANDOLPH STREET**—Chicago's cesspool of congestion to be built to conform to Chicago's splendid mile.

street car line would afford quicker transportation, without transfer, and would thus relieve the pressure on the present lines. It will produce a direct route for reaching Lincoln Park, the Municipal Pier and Lake Michigan for a large industrial population which, at present, is not adequately served with recreational facilities. It will serve to restore to economic use many areas lying around the center of the city now imperfectly developed and of little value and, by increasing the value of the property in the zone through which it passes, will increase both the revenue of the city and its bond issuing capacity. It is proposed to make the extension 108 feet in width, the cost for the improvement being estimated at \$4,649,000, of which it is expected \$3,849,000 will be borne by the city and \$800,000 by the railroads. At the recommendation of the Plan Commission, the City Council referred

this extension project to the Board of Local Improvements, under whose direction a survey is now being made, to be finished, according to indications, by the first of December. The completion of this survey will soon open the way for the commencement of public hearings upon this project by the Board of Local Improvements.

#### **South Water Street**

South Water Street, according to plans evolved after months of study by the Plan Commission's experts, can be changed into a fine highway of tremendous economic value to Chicago, at a profit to the city treasury. The proposed double level improvement of this street will relieve loop congestion and facilitate north and south traffic, especially over Michigan Avenue, by partially diverting it to the upper level of South Water Street and thence distributing it over north and south and west streets.

The plan provides a generous annual saving on the cost of loop drayage; a large annual revenue to the city; the lowering of the present high cost of living, and the safeguarding of the public health. The improvement provides two new east-and-west traffic thoroughfares, one of them unobstructed by cross traffic. Surrounding property values will be enhanced materially and the city's revenue consequently increased. Extremely valuable facilities will be given property along South Water Street through the provision of direct contact with rail and water transportation, with merchandising facilities on the upper level street and freight and shipping facilities below.

#### **Western, Ashland and Robey Streets**

Months of study have been given by the Plan Commission's officers and technical staff to the need for street improvements upon the west side. Recommendations are about ready on the opening to a uniform width of Western Avenue, Ashland Avenue and Robey Street. One portion of this work has already been recommended by the Plan Commission to the City Council, that being the extension of North Ashland Avenue, at a width of 100 feet, for a mile from Cortland Street to Clybourn Avenue, at an estimated cost of \$1,275,000.

#### **Franklin-Orleans and Monroe Street Bridges**

Construction of the Monroe Street bridge is progressing rapidly and the Commissioner of Public Works has gone to Washington, in connection with the Franklin-Orleans Street bridge, to attempt to get steel for this structure and other bridges delivered on a proper time and price schedule.

#### **Other Plan Projects**

Other plan details of less general importance are constantly clearing through the Plan Commission's busy headquarters and technical staff. These embrace the

manifold questions referred each day to the Plan Commission from all sources, the distribution of literature, delivering of illustrated talks, and advice and assistance rendered various local governmental agencies on questions pertaining to Plan matters, or requiring attention in order to safeguard Plan interests. Co-operation is also being given to allied questions, such as the housing problem, and the zoning proposition, which was presented to the State Legislature at its last session but failed of passage.

In considering the effect of the war upon the Plan of Chicago, we must not lose sight of the fact that the Plan of Chicago, in many of its most important aspects, is a construction plan. Those things which affect construction work, of a certainty, must retard work upon the Chicago Plan. Some lines of business have been hit harder by conditions due to the war than others. Perhaps nothing has suffered more than architecture, real estate, and engineering. These industries, in normal times, go forward hand in hand, supporting each other, and they are all basic and nearly all there is to the word construction. The first business relating to construction to feel the brunt of the war was architecture. Engineering was next, and, finally, real estate. These lines, while not dead, are almost paralyzed.

The elements contributing to these conditions are, first, suspense due to the uncertainty of the times, and, second, the scarcity and consequent high cost of materials and of labor due to the depletion of industrial ranks to make up the national army. The high cost of materials is vividly illustrated in the case of the new Twelfth Street bridge. The estimated cost of this structure was about half a million dollars, and the appropriation by the City Council for its construction was \$650,000. When the bids were opened by the city authorities more than a year ago, the lowest bid was approximately \$1,100,000.

## WAR AND THE CHICAGO PLAN

Coupled with this situation is a condition that also must be reckoned with. It is the peculiar and characteristic inability of the American people to advance civic needs in times of great national crises. In this country it seems hard for us to realize that there is wisdom and economy in pushing municipal improvements to the utmost, while at the same time sustaining national needs with patriotic devotion.

The nation is rightfully asking the aid of its citizens, so that through their economy, the national defense can be supported. Extra sacrifices have to be made and economies effected, but health, happiness, and prosperity must be maintained at all hazards. War does not mean that we should cease to regard our city as our larger home and neglect all those things which must be done to advance the interests of ourselves and of our children, and of our children's children. This work must go on just the same, and ways must be found to advance it. Our battle for humanity in the war zone should not overshadow the need for waging ceaseless war at home to secure the humanitarian benefits to be afforded by the Plan of Chicago. It is now, more than ever before, highly important to conserve human life. More than ever shall our citizens require the health-giving privileges of more light and air in their homes and places of business; more and larger parks, playgrounds and forest preserves; increased bathing beach and recreational facilities; and the safeguarding of the public health to be gained through the South Water Street improvement, compelling Chicago's foodstuffs to be handled in a more sanitary and economical manner; and the increased efficiency to come through those features of the Plan designed to save time and effort on the part of our citizens in their daily lives.

England, especially Liverpool, greatly harassed by conditions, has not ceased city planning effort. Plans are being form-

ulated in England looking to a vast city planning movement after the war, which is termed "planning in times of war for times of peace."

France has come to realize very strongly that with the loss of a million or more of their best men, they must do everything they can to preserve and build up the next generation; they cannot afford to let it grow up in unsanitary and disagreeable surroundings. The city of Limoges, for instance, at the cost of a great many millions, is going ahead in the midst of war times to lay out new and broader streets and rebuild the district along modern city planning lines. In Marseilles, at a cost of nearly forty million francs, the city is laying out new broad streets and open spaces, and erecting new buildings of a modern character, all as a matter of "Preparedness for Peace."

Berlin has not ceased to build its great subway begun before the war.

Chicago, too, must move forward. Its plan must not be allowed to suffer because of the war situation. The needs of our people must be met in this day if vast economies are to be conserved in the future. Investments in public betterments cannot be regarded as expenditures. They are economies. The expenditures of today are the economies of tomorrow. If we do not make the public improvements which are necessities today, we shall only deprive ourselves and not conserve the needs of the future. Such a course would most assuredly subject us to the criticism of posterity for what could be termed our extravagant neglect. It is this viewpoint of the situation that we must take in municipalities, and that we must especially take in Chicago, no matter what additional demands the nation may make on us. To conserve the health and the general well-being of people in cities in times of war is to serve our nation with patriotic intelligence.

## **TWENTY-TWO "PLAN OF CHICAGO" PROJECTS—THEIR PROGRESS AND STATUS**

### **MICHIGAN AVENUE EXTENSION**

Last property-owner's case now being tried. When finished court judgment can be had, and the widening and tearing down of buildings immediately begun without regard to possible appeals on value to the Supreme Court.

### **TWELFTH STREET**

Widening finished, street rebuilt, pavement now going in between Ashland Avenue and Canal Street. Buildings being torn down between Michigan Avenue and State Street. Bridge and railroad viaduct delayed by steel and labor situation.

### **LAKE FRONT PARK AND BATHING BEACH PLANS**

Referred early last summer by Council Terminal Committee to Railway Terminal Commission with request for final report. Negotiations now on and hearings being held. New ordinance for final consideration being drafted by agreement of Illinois Central, Plan Commission and Terminal Commission authorities.

### **FOREST PRESERVES**

Land constantly being acquired by Preserve Commission. Five thousand acres already purchased. One thousand acres pending purchase. First preserve opened to public last summer.

### **WEST SIDE POSTOFFICE SITE APPROPRIATION**

Passed Congressional committee; passed House of Representatives; held up in Senate upon declaration of war. New bill being planned to have Chicago appropriation separate from general bill.

### **OUTER BOULEVARD CONNECTION**

Grant Park via Randolph Street, breakwater, to Lake Shore Drive at Municipal Pier pending final court settlement Michigan Avenue improvement.

### **INDIAN BOUNDARY ROAD**

Plan completed for opening Indian Boundary Road from Desplaines River near Belmont Avenue to Crawford and Peterson Avenues and via Peterson Avenue to the lake. Most of this road is already open. This will produce a great outer diagonal thoroughfare.

### **EAST TWELFTH STREET EXTENSION TO FIELD MUSEUM**

Plans agreed upon; construction awaiting settlement Illinois Central terminal question.

### **SOUTH PARK AVENUE EXTENSION**

From Thirty-first Street to Illinois Central passenger station tied up in Illinois Central terminal question.

### **HARRISON STREET THROUGH AUSTIN PARK**

Plan Commission's recommendation now being carried out by West Chicago Park Commissioners.

### **ZONING**

Bill defeated in last legislature; to be revived with changes.

### **HOUSING**

Commission co-operating with Housing Association and city authorities.

### **PLATTING NEW SUBDIVISIONS**

Study being made seeking legislation coordinating new subdivision with Plan of Chicago requirements.

### **WEST SIDE RAILWAY TERMINALS, ALLIED STREET AND BRIDGE IMPROVEMENTS**

Two years behind contract time limit; delayed by steel and labor conditions; work going forward as rapidly as possible.

### **OGDEN AVENUE EXTENSION**

Survey now being made by city's map department; promised December 1st. Public hearings will then be held.

### **FIELD MUSEUM**

New building foot of Twelfth Street under construction; rapid progress.

### **NEW BRIDGES**

Michigan Avenue, Twelfth Street, La Salle, Franklin-Orleans, Kinzie and Monroe Street bridges delayed by high steel prices and lack of material. Special appeal made to Washington for relief.

### **GOOD ROADS**

Two million dollar bond issue of 1914 all appropriated for 85 miles of good roads now being built. One million dollar bond issue to be voted upon at next November's election for 40 more miles. Roads improved—Lincoln Highway, Western Avenue, Halsted Street, Archer Avenue, Twelfth Street, Desplaines Avenue, Higgins Road, Milwaukee Avenue, Rand Road, Lincoln Avenue and minor other roads.

### **NEW PLAN WORK PENDING**

#### **NORTH ASHLAND AVENUE CONNECTION**

Between Cortland Street and Clybourn Avenue. On Commission recommendation referred by City Council to Board of Local Improvements.

#### **WESTERN AVENUE, ASHLAND AVENUE AND ROBEY STREET IMPROVEMENTS**

Commission expert report now ready on widening, connections and costs. Recommendations pending.

#### **SOUTH WATER STREET**

Elaborate detail plans now ready for recommendation by Commission.

#### **RIVER STRAIGHTENING**

Advanced negotiations pending Illinois Central terminal settlement. Progress being made.

#### **SOUTH SIDE STREET EXTENSIONS**

Dearborn, Clark, La Salle, Fifth Avenue, Franklin and Market Streets proposed extension through terminal area pending Illinois Central terminal settlement.